
***The Internal Customer
of Human Resources Services***

***An Overview of the HR-BAA Survey
April 1995***

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Executive Summary

In March 1995, the Human Resources Business Area Analysis (HR-BAA) team prepared a survey to collect management and employee measurements and satisfaction of USAID's personnel services. The team considers the statistical data collected and the employee narrative comments as a critical piece in its six-month project to help shape and design its recommendations for reengineered human resources (HR) functions.

Our thanks to everyone who participated in the survey. More than 2700 employees responded.

The HR-BAA Personnel Services Client Survey was modeled and adapted from an Office of Personnel Management (OPM) survey, which OPM distributed nation-wide in late February to a select group of employees from all federal agencies. The survey was adapted for USAID to incorporate all employment categories of our workforce, including foreign service nationals and U.S. personal services contractors. It also addresses some HR functions peculiar to a foreign service agency.

We wish to thank Nancy Hutchins, of IRM/CIS who programmed the survey into an electronic format for distribution throughout the world via E-Mail. All missions received a copy of the survey and it was also available in Washington, DC on our local LAN system. To our knowledge, this is the first time any survey of this magnitude has been sent out from any agency or corporation with a world-wide distribution -- to be taken electronically using personal computers. We would also like to recognize the work of Rita Owen, who adapted the OPM survey for USAID, conducted the analysis and prepared the final documentation.

With 29% of the workforce responding, all categories of employees -- from supervisors to foreign service officers, to civil service, to foreign service nationals, to personal services contractors -- all identified a need to improve services to meet basic satisfaction by the internal HR customer. We have much work ahead of us as we reflect on a statement by President Clinton, in his March 22, 1995 memo, subject: Improving Customer Service,

“without satisfied employees, we cannot have satisfied customers”.

The HR-BAA team is actively considering the survey results and comments as we further redefine our recommendations. We expect to issue a final study report in July 1995. Please continue to correspond with us if you have any ideas or other thoughts on how to better service you from an HR perspective. Our E-Mail box is HR-BAA@IRT@AIDW. If you have any questions specific to the survey analysis, feel free to contact Rita Owen, Management Analyst, either through E-Mail or at 202-663-3766.

John Martin
HR-BAA Project Leader

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Introduction - Reengineering Human Resources

Reengineering is as much about people and corporate culture as it is about process redesign. While total quality management was the rage of the 80's, and reengineering is the focus of the 90's, James Champy, one of the gurus of modern reengineering, and other management experts, are now reporting that many companies may not find long-term success in reengineering. This is because few organizations are focusing on the key change component - ***human resources***.

When speaking of reengineering in the literal sense, it is seeking break-throughs in important measures of performance rather than incremental improvements. Reengineering pursues multifaceted improvement goals concurrently, including quality, flexibility, speed, accuracy, and customer satisfaction, whereas other quality improvement programs have generally focused on fewer goals or trade-offs among them. More specifically, reengineering involves a willingness to rethink how work should be done, even to totally discard current policies and practices if that should prove necessary.

Primary targets of business process reengineering are processes that are both strategic and value-added. USAID has defined four core agency values -- customer focus, teamwork, empowerment and accountability, and managing for results. These core values were the driving force behind the Operations Business Area Analysis study in which the Agency redefined how it will strategically pursue its day-to-day operations. It encompasses both the technical aspects of processes and the social aspects in which USAID will leverage technology while empowering people who will perform the new processes.

The Human Resources Business Area Analysis (HR-BAA) team was chartered with reviewing all human resources functions in the Agency. USAID understands that to ultimately succeed in its reinvention and reengineering, **we must focus on the people who will be responsible for effecting the change**, and that satisfying the customer must be the driving force behind the corporate strategies and goals.

Background

Reengineering is firmly in the Theory Y school of management. It encourages the belief that almost all workers want to work and to do a good job but organizations often prevent them from doing so. In order to do a good job and to perform as part of this Administration's reinventing government initiative, it means truly being customer-driven by surveying customers for input and measuring performance based on customer satisfaction.

For many organizations, the term “customer” is reserved to mean the external customers. It has been traditionally difficult for people to think about their coworkers as “customers”. But the ultimate success of our mission depends on the support that those persons who work with our external customers and stakeholders receive from their internal coworkers. Everyone must view himself or herself as a customer contact person and believe that what they do is important to the paramount quality of the service delivered to the external customer.

Customers of Human Resources Services

USAID exists to provide services and programs to the country beneficiaries in developing nations throughout the world. These are our ultimate external customers. But there are many more customers along the way, from anyone in the public seeking information on our programs, to someone seeking employment opportunities. The HR-BAA identified two internal customers/clients of the agency who are recipients of human resources services to which this paper addresses -- those customers are USAID management and USAID employees. Employees are defined in a broad sense to encompass persons in the Foreign Service, Civil Service, Foreign Service Nationals, as well as U.S. Personal Services Contractors.

While the Operations BAA identified the value-added strategic processes, the HR-BAA seeks to look at the human resources functions and processes from the internal customers' vantage. Implementing the new operations' processes will require new approaches to training, performance-management systems, incentives, working in teams, and leadership. It must begin with clear vision, corporate values and critical success factors for managing and achieving results identified in the reengineering effort.

In addition to identifying the current human resources processes and functions, we must measure what and how we are currently engaged in and what needs to change. Standards and objectives must be defined from the customer's perspective. Goals and services should be defined from the point of view of what the customer wants and needs to do his/her job, not from the point of view of what the Agency has done in the past.

In the final analysis, the ultimate measurement of performance measurement in reengineering will be customer satisfaction. For managers and employees to do their job and reach their full potential, the human resources processes and functions must provide the tools, the information and technology, and timely services. We must empower those working directly with the external customer and stakeholder to have the authority, responsibility, knowledge, skills, and tools needed to get the job done the right way the first time. We must ensure the workforce is developed, trained, and understands its responsibilities in a reengineered organization. If people are assigned to self-directed teams, those teams must have clear missions and boundaries, clear roles and expectations among team members and their leaders. Self-managed performance must be measured. And measurement and reward processes must reinforce the culture USAID wants to create.

President Clinton's Memo on "Improving Customer Service"

On March 22, 1995, President Clinton issued a memorandum to Heads of Executive Departments and Agencies, Subject: Improving Customer Service. In that memo, the President directed additional steps to Executive Order No. 12862, to insure government agencies put the customer first.

Under action item #1 it states, “..surveying customers, **surveying employees**, and benchmarking shall be continuing agency activities.”

Under action item #5, it states, “Agencies shall continue to survey employees on ideas to improve customer service, take action to motivate and recognize employees for meeting or exceeding customer service standards, and for promoting customer service. **Without satisfied employees, we cannot have satisfied customers.**”

Surveying the Customer

Because people are the biggest asset in any company or government agency, the HR-BAA has sought feedback from USAID's entire internal customer base regarding current personnel services and practices.

A number of formats were used to gather pertinent information.

1. An open-ended questionnaire, designed to obtain qualitative information, was developed and then used by Agency teams traveling to a number of missions, including Senegal, Mali, Jordan, and Thailand. These agency teams met with management and with FSN association groups at these missions to discuss some of the more pressing issues and concerns of management and the FSN workforce.

2. Several members of the HR-BAA team traveled to Honduras in February. In addition to conducting interviews to validate current business processes, they asked specific interview questions to glean customer satisfaction feedback from mission management, foreign service officers, FSNs, and USPSCs.
3. The HR-BAA team met in small workshop groups with executive officers at the recent March 1995 EXO Conference in Leesburg, Virginia. Draft issue papers formed the basis of discussion and brainstorming of possible changes to HR systems to be more customer-focused, meeting the needs of both management and employees. The team will maintain continued contact with the EXOs throughout the HR-BAA process.
4. In February, the HR-BAA team adapted an Office of Personnel Management (OPM) survey to fit USAID's diversified workforce, including FSNs and PSCs. The survey was titled the "**HR-BAA Personnel Services Client Survey**". USAID's IRM organization programmed the survey into an electronic format using a computer software program called "Raosoft". On March 6, the survey was sent electronically as an E-Mail attachment and made available for all employees and managers to provide feedback regarding personnel services.

Survey Methodology - HR-BAA Personnel Services Client Survey

All USAID managers and employees throughout the world had the opportunity to participate in this breakthrough electronic survey instrument designed to collect internal customer input on a wide range of personnel services (or potential federal services and benefits which are available in some form at other government agencies).

The survey contained 46 major questions, with multiple sub-parts to a number of those. There were 26 basic questions for all employees, with an additional 20 for supervisors and managers.

Most questions were written in multiple choice format asking for the respondent to select from one of 5 degrees of opinion ranging from "strongly agree" to "strongly disagree" or ranging from "always" to "never". In performing the analysis, the questions were weighted to calculate an average (also referred to as the "mean").

Survey methodology employed a control group for AID/W and overseas to measure any appreciable differences in results by allowing for a non-controlled survey instrument. 48% of the AID/W control group completed the survey, compared to approximately 60% completion rate for the overseas control group. Results were consistent and there were no appreciable differences between the control group and others.

When analyzing the data, responses were sorted and clustered according to employment categories to make comparisons between groups who receive HR services from distinct and different sources. Employment categories were grouped as follows:

- All USDH Supervisors (FS, SFS, CS and SES)
- Foreign Service Non-Supervisors
- Civil Service Non-Supervisors
- Foreign Service Nationals - Supervisors
- Foreign Service Nationals, Non-Supervisors (both DH and PSCs)
- Third Country Nationals
- U.S. Personal Services Contractors - Supervisors
- U.S. Personal Services Contractors, Non-Supervisors
- Other (includes Wage Board, unspecified/blank field)

Summary - HR-BAA Survey Results

Of the 9,000+ workers identified as the core workforce, close to 2700, or 29% completed the survey. The number of cases was slightly reduced during analysis as a result of normalizing the data and eliminating any questionable or partially completed survey.

1245 FSNs, or 29% of the 4340 FSN employee workforce took the survey. In developing the questionnaire, it was recognized that a number of foreign service nationals would potentially be unable to participate in the computerized survey due to English language barriers. Therefore, the HR-BAA team used qualitative interviews conducted at a number of overseas missions mentioned earlier, to supplement and to validate the statistical input of the FSN population.

Survey results are providing invaluable data to complement the current work of the HR-BAA team.

The data validates earlier perceptions that human resources/personnel services need to improve, whether they are performed in AID/W or the field.

In addition to the statistical data which points to areas for improvement, the more than 50 pages of narrative comments from supervisors and employees will add the human touch and help to validate the data. The comments were coded by subject category so that HR-BAA team members (and other appropriate HR personnel) can use that input within their specific area of focus.

In general, statistical and qualitative data indicate current processes are cumbersome; diversity, equity and culture within the workplace environment are a continuing issue for many; and compensation and benefits issues, equity and corporate culture are concerns of the FSN workforce, as well as USPSC employees.

Most importantly, the statistical data collected provides a baseline for measuring overall Agency satisfaction in personnel services and it can be used to measure improvements in customer services in future years.

The completed data will be shared with the U.S. Office of Personnel Management (OPM). In late February, OPM conducted a national survey (from which ours was adapted to fit our workforce definitions) of a cross-cut of employees from all federal agencies in the United States. Through this comparison and shared data, USAID will be able to measure its HR customer services with other federal agencies.

Workforce Demographics

Of the 2390 respondents who answered question #16 relating to workforce demographics, 50% of those were female and 50% were male.

The U.S. Direct Hire workforce was also asked to respond to ethnicity which is tracked on a national basis to measure for equal employment opportunity, affirmative action, and diversity in the American workforce. Following is a more detailed breakdown of the U.S. direct hires who completed the ethnicity field.

African American	17%
Native American	2%
Asian	3%
Hispanic	5%
Caucasian	69%
Other	4%

Providers of HR Services

Overall, more of the workforce who responded to the survey identified their supervisor or EXO as primary points of contact for HR information rather than the AID/W Human Resources Office. This may largely be due to the geographic demographics and the fact that more than 1200 respondents were foreign service nationals who are primarily serviced from their local mission.

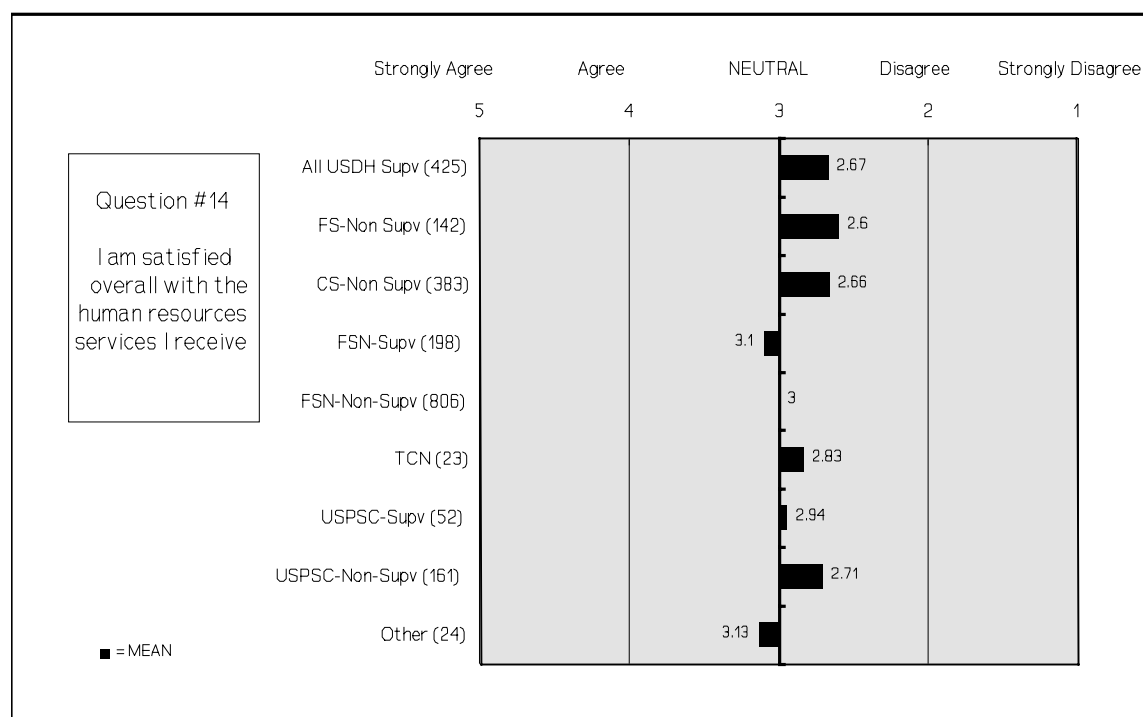
The following data taken from the survey summarizes the source of HR personnel services. Question #1 asked respondents to identify who they receive personnel/human resource services from (numbered by priority if more than one source). More than 1100 identified the EXO at an average (mean) of 1.51, and more than 1,000 identified their supervisor as a point of contact with a priority mean of 1.82. These were followed by a mean of 2.02 and 2.04 respectively for the Bureau EMS and HR/Personnel Office in DC, although a considerable number of fewer employees make contact with these sources. Note: The far left number in the following data represents the total number responding to question #1. It is followed by the average (mean) of the priority for that selection.

1083	supervisor 1.82
615	a Bureau EMS in Washington, DC 2.02
830	the HR/personnel office in Washington, DC 2.04
1119	A USAID personnel officer/EXO in my overseas post 1.51
319	A USAID contracting officer in my overseas post 2.48
213	State Department personnel, overseas 2.62
103	Don't Know 1.95
147	Other 1.99

When factoring the points of contact into the analysis, these, along with survey data and numerous qualitative comments, serve as indicators to the HR-BAA team. We must insure the new HR processes, systems and functions are responsive and provide more, better, quicker, and flexible information channels to communicate personnel data needed by missions, supervisors and managers. There is a chain of contacts whereby the workforce obtains its services. Managers, EXOs and all those providing HR services, need access to HR information in order to make good personnel management decisions.

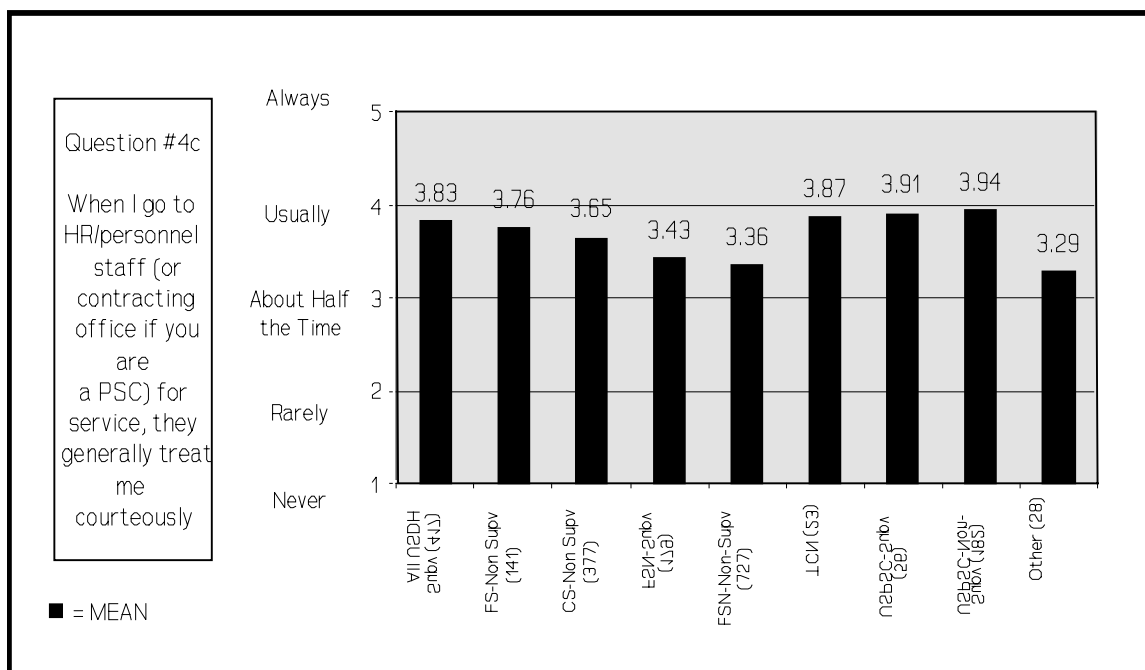
Communication and Customer Satisfaction

Response to Question #14 regarding satisfaction with overall human resources services indicates a gap in what is delivered and the quality expected by the customers. No category of respondents agreed with the statement that they were satisfied with the services received. The 173 FSN supervisors and the 806 FSN non-supervisors were “neutral” while the other categories of recipients (foreign service and civil service) disagreed.

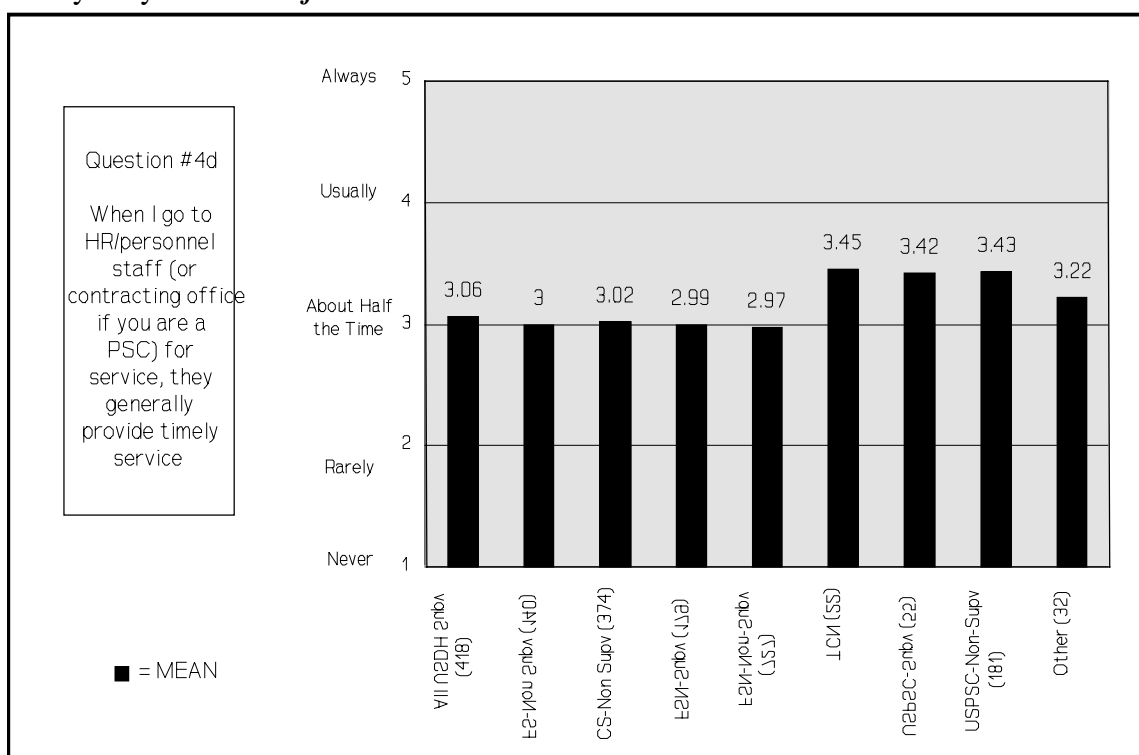


In receiving information on human resources topics, most categories of employees felt that the providers of this service gave them **accurate information** (Question #4b) at least *half the time*; however, the perception was somewhat lower when measuring how often **information is transmitted about important changes** (Question #4a) in personnel rules and benefits when employees seek out this service, as **indicated by an average mean of 2.81** for all employees together -- with "2" indicating rarely and "3" indicating "about half the time".

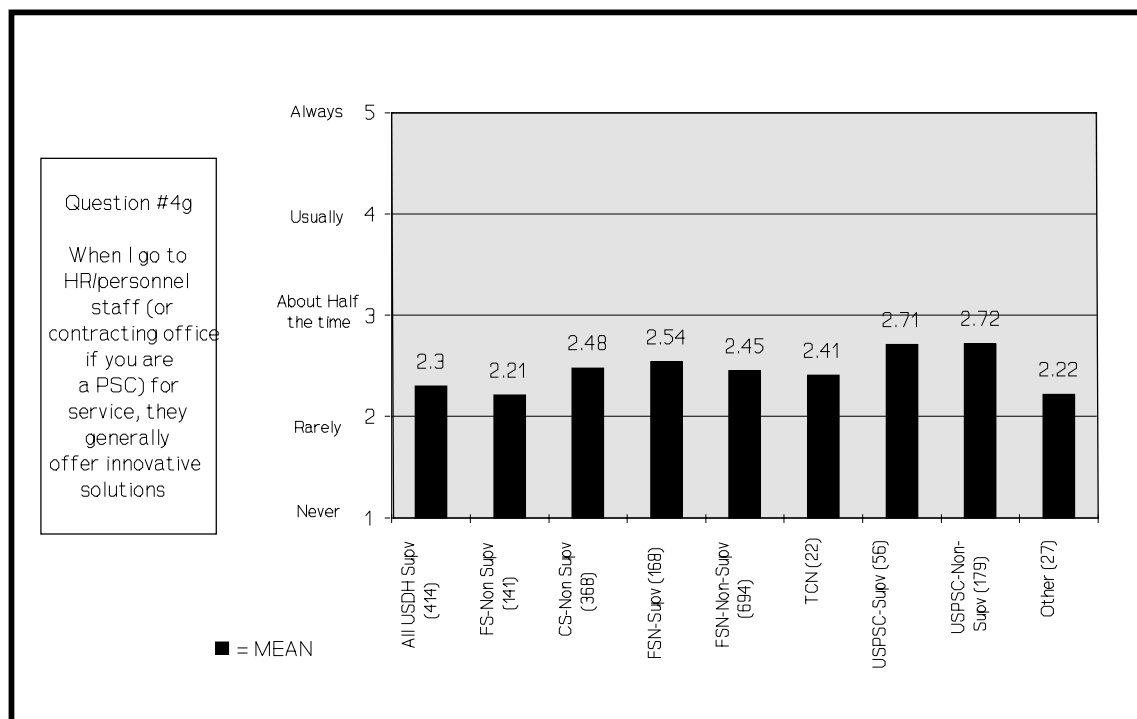
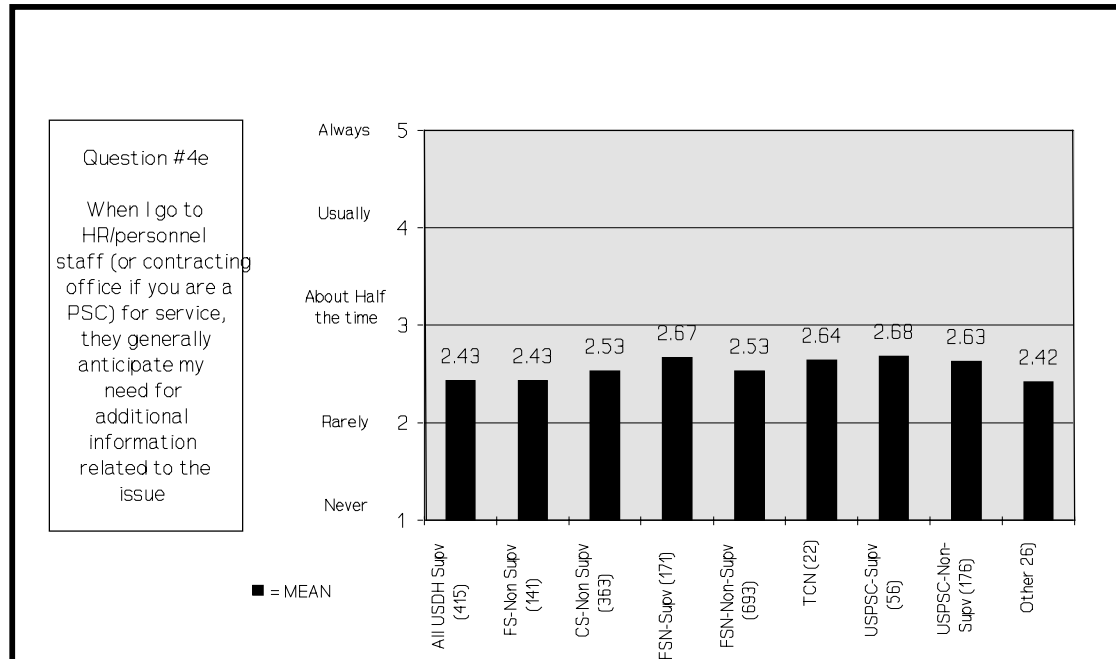
As indicated in the following graph, U.S. direct hires felt they were usually treated courteously (Question #4c) when accessing personnel services, whereas the average mean for the 906 foreign service nationals, both supervisory and non supervisory employees, was somewhat lower.



Timeliness becomes a concern when the general population states that services are generally timely only about “*half the time*”.



And rated even lower than the timeliness issue, on an average, all employment categories felt that it was rare -- or **less than half the time** -- that the providers of HR services anticipate their need for additional information related to the issue concerning the employee or offer innovative solutions.



The statistical data on the quality and timeliness of communicating human resources information and providing customer services was also corroborated by numerous narrative comments, such as the following:

Comments By Foreign Service employees:

“Areas for Improvement: USAID/HR needs to improve communications between Wash Personnel Officer and CDO and field employee. We simply never hear from you about anything. Response time on job assignments was dismal. What about training???”

“HR doesn’t communicate. EXOs need to know constantly what's happening in HR(and who’s who) I’ve never seen a gen’l mailing. EXO has widely read Email newsletter (EXONET) I’ve never seen an HR entry in EXONET (It should be done regularly!)”

“Most problems I have found with personnel involve not knowing who to go to for information. Please do a detailed "user guide" and put it on the executive info service (with periodic updates).”

I applaud your effort to try to solicit feedback from the field and others. I hope you will make the personnel system more "user friendly" in the future, especially in terms of new developments which I seldom receive information on.

I have not had many occasions to use HR services, but have always found them to be helpful. I have arranged most of my assignments myself through my own networks and contacts. I receive no information from HR except assignment cables.

Given the degree of reorganization and change we have undergone in USAID/W it would be REAL helpful to have an HR "Guide to Services" printed up to help us identify the office’ phone and fax number for each type of help surveyed here.

Comments By Civil Service employees:

“Overall I feel I have benefited from HR getting good advise and information, however, I find that some offices are not as proactive or client oriented as they should in such an employee assistance role.”

“It’s hard to find out who can help you with your problem without being referred around the office several times.”

“Sorry about the negativity but I suggest that YOU try getting a return call from HR. Or, try to get a response to an e-mail message.”

"I think the quality of information has improved in recent years. My biggest complaint is timeliness. HR just does not seem to do things in a timely manner - whether it's processing job applications or responding to inquiries."

Additional information pertaining to Individual Development Plans, Performance Standards, and Employee Grievance Rights should be included in HR package for new employees.

Comments By Foreign Service National employees:

I would like the Mission to be more interested about the FSNs problems and satisfactorily solve them. We FSNs have many needs and issues that have not been resolved quickly by AID/W. We need more communication between FSNs and AID/W.

I have never received any guidance from the EXO/PER Officer. When I started to work at [mission] I thought that they would provide me the appropriate guidance, but it never occurred. I hope things improve.

Local HRD support, especially for FSN staff, is next to nothing. Even EXOs are preoccupied with USDH matters primarily and FSN HRD matters are just an aside. A truly disgraceful way to treat FSNs who really are the backbones of the Mission

I believe most personnel services are offered ONLY to USDH or USPSC staff. In USAID[mission], there are only a few services for FSN PSC's.

Need our HR staff to be more proactive than reactive in terms of anticipating personnel issues/problems so they can address them upfront during the design or development stage of any new or change in policies or benefits

Comments from U.S. Personal Services Contractor employees:

The EXO who is my immediate supervisor is particularly responsive to my personnel needs.

HR has improved for me in past 3 yrs but work is still needed in areas of timeliness and consistency among PSCs. Also would appreciate receiving SELs and having State taxes taken out of check.

Career Development

The Foreign Service Act of 1980 required that a career development function be established for assisting U.S. foreign service officers in planning their career. While USAID established an organization in AID/W to specifically service this category of its workforce, the majority of the Agency's employees have not benefited from any planned assistance.

There is one person in AID/W who provides career counseling on a part-time basis to civil service employees. This is in contrast to most other federal agencies who generally provide full career development and counseling services to its civil service employees. FSNs and USPSCs only receive career counseling on an ad hoc basis. As can be expected due to the majority of the workforce not having access to this service, Career Development questions under #8 were rated low.

However, foreign service officers, for whom there are services, also rated Career Development services low. The following data provides the total responses and the mean for each subpart of Question #8 as rated by foreign service employees. The mean incorporates the average of only those who responded from “always” to “never”. It does not calculate in those who answered “don't know”. The numbers following the mean (under each of the respective headings) are the total number of responses for that answer.

(RESPONSES FROM FOREIGN SERVICE OFFICERS)

8. The staff who provide employee career counseling and development services:

		Always	Usually	Half the Time	Rarely	Never	Don't Know
		5	4	3	2	1	0
<hr/>							
a. provide service in a timely manner.							
(responses)	(mean)						
119	2.83	10	28	30	34	17	22
b. clearly explain training regulations and procedures							
(responses)	(mean)						
116	2.56	5	19	34	36	22	25
c. assist in developing plans for my career development goals.							
(responses)	(mean)						
131	2.24	6	14	31	34	46	10

8. (continued) The staff who provide employee career counseling and development services:

		Always 5	Usually 4	Half the Time 3	Rarely 2	Never 1	Don't Know 0
d. inform me about training opportunities							
(responses)	(mean)						
134	2.07	3	12	27	41	51	7
e. inform me about assignment and other job opportunities							
(responses)	(mean)						
130	2.52	10	20	34	29	37	11

Comments received from supervisor and managers specifically requested that the HR-BAA look at ways to expand career development to include the ENTIRE workforce. Some specific comments for services needed included:

A proactive policy and implementation toward systematically strengthening all employees capabilities is sorely needed.

Develop career paths for FSNs and developing plans to rely on this resource pool to a greater degree in the future.

USAID could benefit from a stronger MENTORING program for new USDH employees. Mission Director and Deputy Mission Director evaluations should have input from Mission staff.

Comments By Civil Service employees:

A measure of the frustration with HR services for GS personnel is structural -- resulting from the Obey Amendment and the virtual capping of GS career mobility options in the Agency

I am very disappointed about the lack of opportunities and any career for GS employees. I can do the same job as my supervisor but cannot get a promotion because I am GS.

Would like to be kept more informed of the "Development Corp" idea and opportunities for GS to have limited appointments to FS positions.

I would like programs that allow GS non-professionals to have training and opportunity for post assignments. I would like USAID to better train its managers

and deny management positions to anyone not trained.

Comments By Foreign Service National employees:

Personally, I would appreciate that the personnel services office be equipped with info/services of career development plan and counselor. This will help employees to grow and promotion to other post will create openings for others to fill.

For FSNs with high grades, there is not career opportunity. When you have been working for 3 or 4 years, USAID does not offer any incentive to keep these professionals, so any investment done is lost. I think I am almost at this point.

No real career counseling service is available for the FSN staff (DH/PSC). Mission Management and Personnel staff are simply qualified enough to provide technical information when asked. This situation should improve.

Definitely, much more could be done to help Foreign National employees to develop a professional career within USAID. Good professionals always look for careers rather than just positions or payment. Turnover of strong professionals is high

Comments By USPSC employees:

I have never received career counseling, information on relevant training or information regarding benefits even though I have made several inquiries.

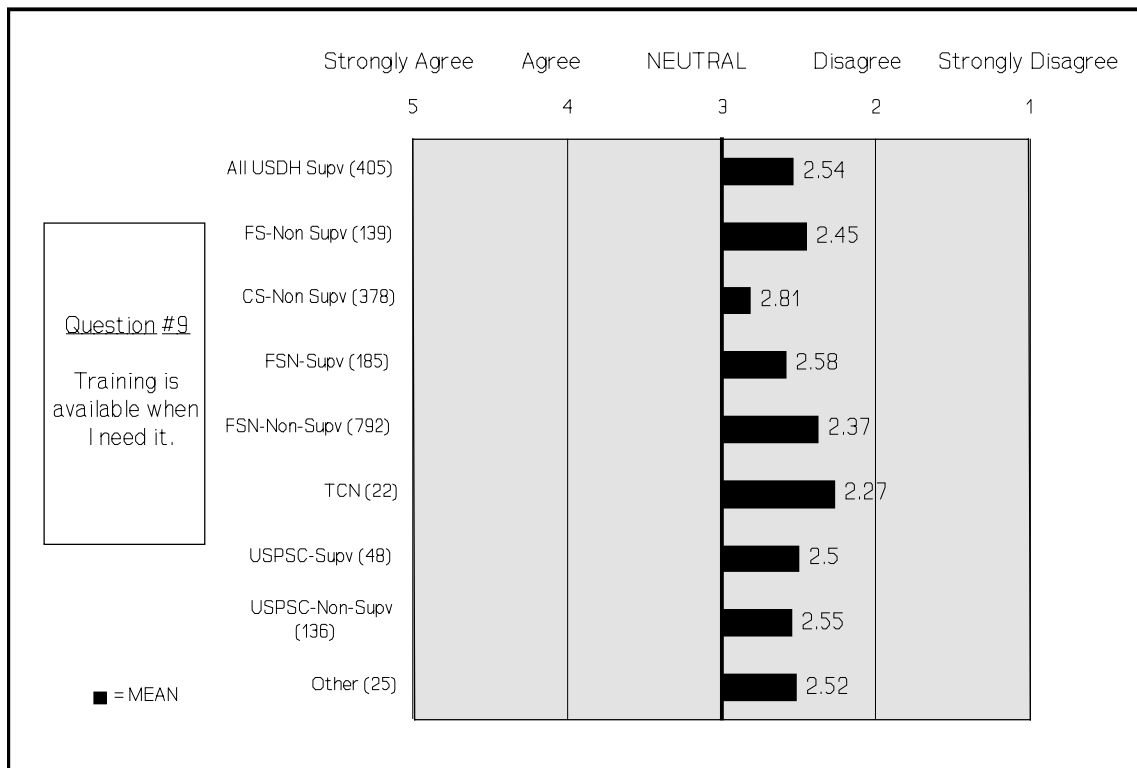
Job/career services are not given to PSCs -- the EXO does, however, circulate job opening notices to all PSCs as a special service and it is appreciated.

It would be helpful to see what PSC positions are available in other parts of the agency, what other employment possibilities exist for PSCs in USAID?

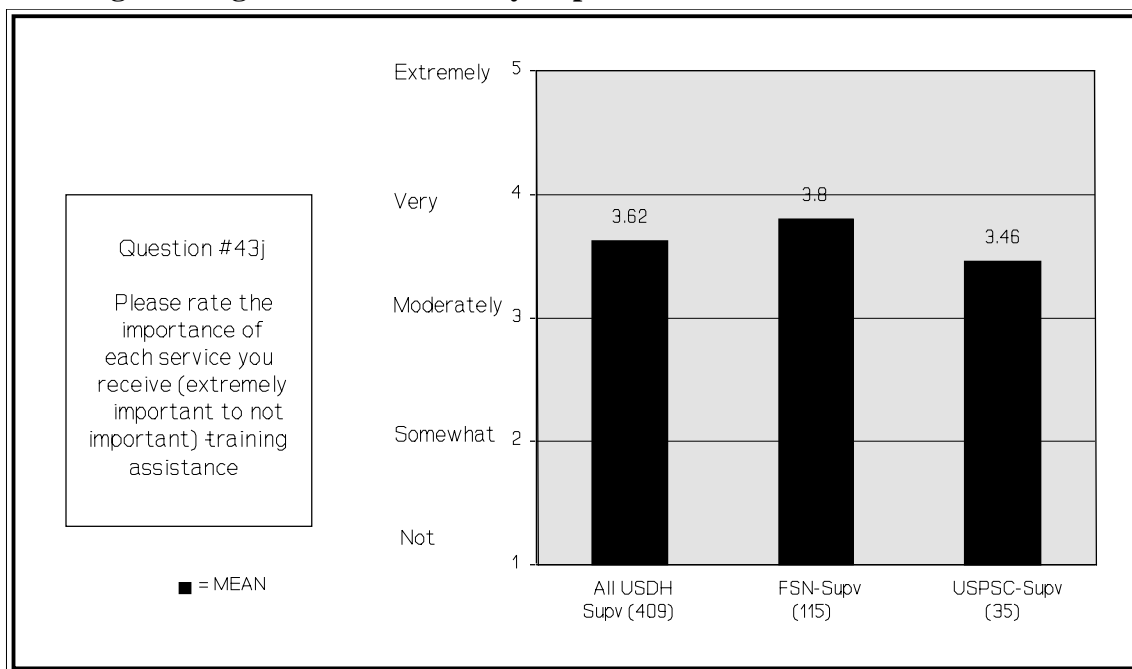
Training

The survey provided a number of questions on training under both the employee questionnaire and under the section for supervisors/managers. Training, and the need for it - especially in light of reengineering and career development needs -- was the single most discussed comment/topic for all categories of employees and supervisors.

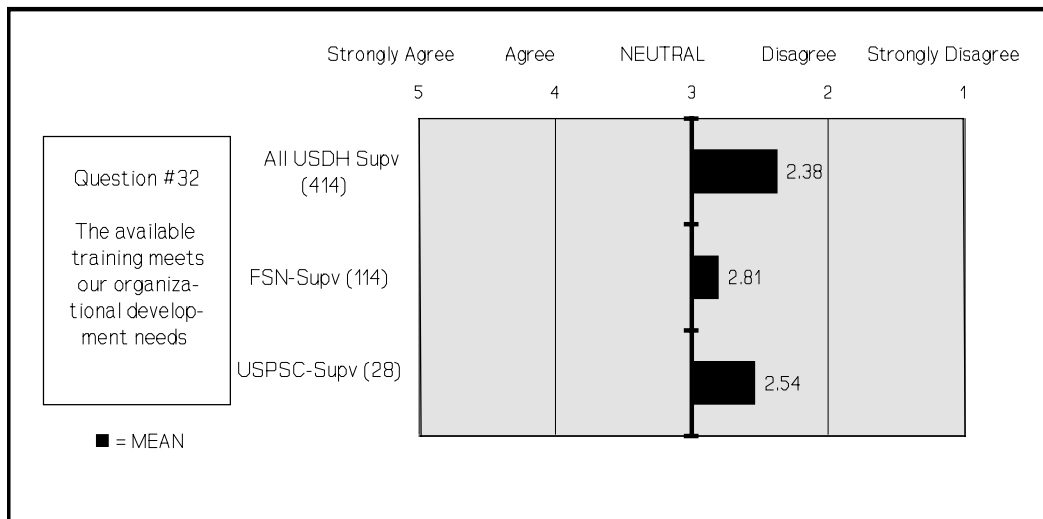
No categories of the workforce - from supervisors to the general population - felt as though training was available when they need it. This is reflected in Question #9 which is charted below.



A number of questions relating to training were directed at supervisors. Question #43j asked supervisors to rank the importance of receiving training assistance in their supervisory role. For analysis purposes, responses from all U.S. direct hire supervisors and managers were compared to FSN supervisors and also to USPSC supervisors. All categories said that **receiving training assistance was very important to them.**



However, there was a fairly large gap between the services supervisors need (Questions #43j) compared to the delivery of training to meet organizational development needs (Question #32).



As indicated above, all supervisor/managerial employees disagreed with the statement that the existing available training meets the needs of their organization. This perception has great importance and impact as we prepare for a reengineered USAID.

Following are narrative comments regarding training and training needs from U.S. Direct Hire Supervisors/Managers

Since Missions have no money to send employees to be trained in all the factors involving the reengineering process, USAID/W should look into the possibility of sending people out to the Missions to work on this important exercise.

Re. Training. Training is extremely important to upgrade job performance and satisfaction. Unfortunately, USAID is not serious about providing training to its staff. Year after year the first budget item to be cut is training.

Improvements, reengineering, etc. the personnel system all boils down to having sufficient funds (especially OE) for training staff. This is indispensable for making any improvements and for improving morale in the Agency.

training in skills and techniques to increase efficiency- like windows, internet, etc.

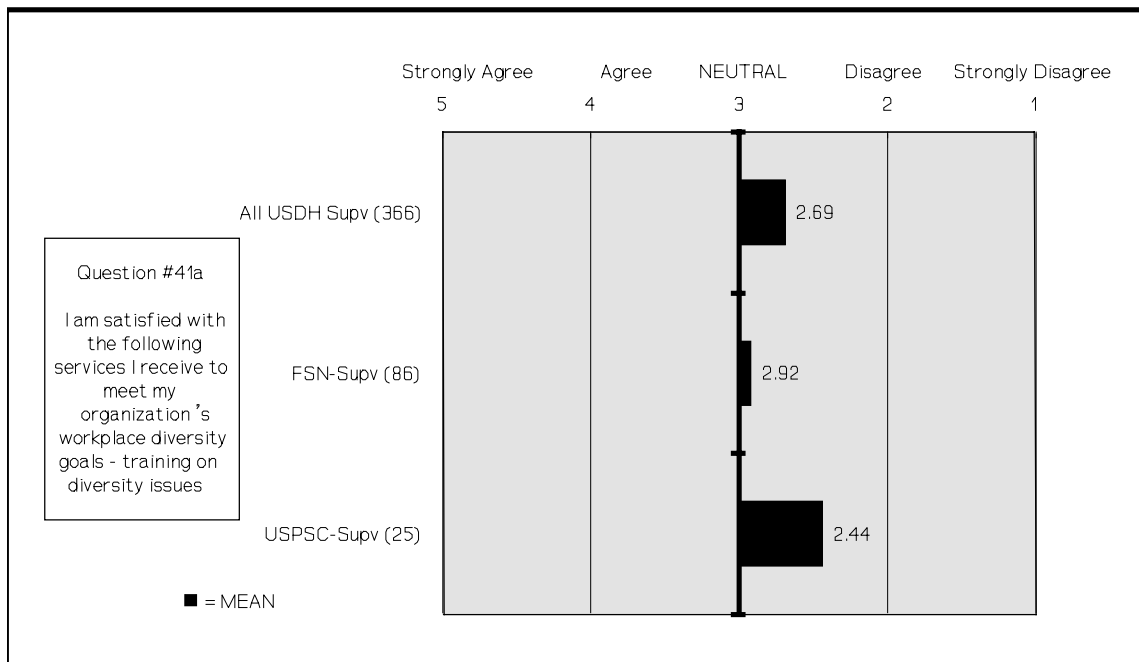
I have received no training on USAID policies, rules or regulations on personnel management skills, that a supervisor should be familiar with, to properly respond to staff management issues. I recommend a training program on this subject.

If teams are to work effectively in the Agency, there needs to be more training... especially for the supervisors. They need to empower their teams and let them do their jobs.

All of these questions are fine, but up until now the agency has not provided sufficient funds for training for USDHs and FSNs. It's impossible to take the concept of "career plan" seriously (i.e. for the average employee).

Diversity

Also important to a reengineered USAID will be how we work together as a diverse workforce to accomplish our common goals and objectives. Respect for each others' diverse backgrounds, culture, ethnicity, personal strengths, traits, and abilities will be paramount to effectively working together in teams. The following graph expresses the degree of satisfaction that supervisors felt with regard to training on diversity issues. Supervisors identified a gap in what is needed and what has been delivered in the way of training on diversity issues.



Following are several comments at large, which reflect the need to better understand and appreciate the value that each one of us brings to the organization which will contribute to achieving our mission.

I am a locally hired USPSC. The discrimination that exists vis-à-vis local hires and spouse hires is both unfair and disheartening. Local hires are under undervalued, underutilized. What can you do to help?

As a local-hire PSC, I feel like a fourth class citizen. A former head of a USAID mission used to joke that local PSCs were "just above pond-scum" in the personnel scale. I truly believe that. We are not eligible for incentive awards, etc

USAID's personnel system is a class system one would expect in a third world country. PSC's are unrepresented people who are caught in the worst possible cross between employees and contractors.

More and better management training in diversity, with an emphasis on sensitivity to cultural differences, is needed. EEO responsibilities should be made a critical element (in whole or in part) on a manager's performance evaluation.

The Agency need to place stronger emphasis on accepting DIVERSITY, team concept, and work ethics. Main problem is POOR ATTITUDE. The supervisors/ managers must be held accountable for these serious problem areas.

Thank you for trying to improve the human resources area in USAID. Human resources is the main asset of any organization. Each employee is a valuable person and needs to be treated accordingly. Good luck in your efforts!!!

Some times we (the FSNs) feel that we are not important to our supervisors and to U.S. Personnel in general. U.S. Personnel do not care about country situations like inflation, etc.

I have the impression that For FSNs, there are no clear rules. The way they are treated depends in general on the will of the Mission Directors

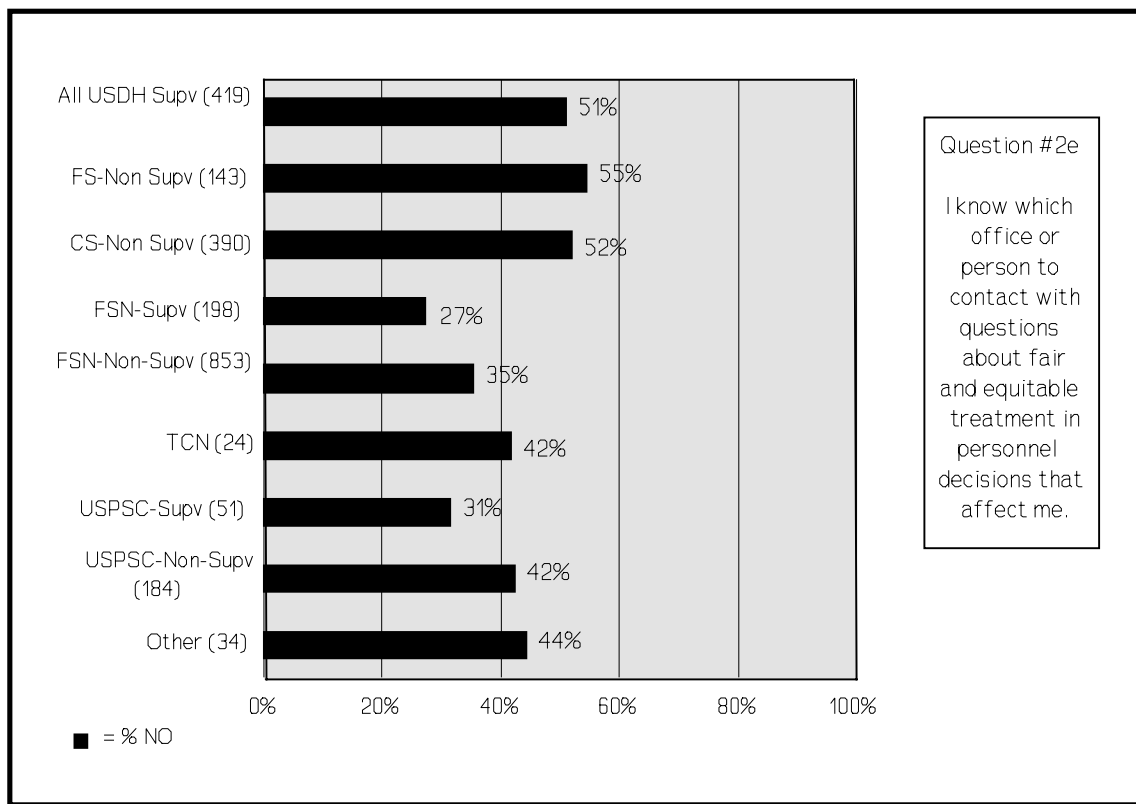
As a secretary, I think it will be very nice, if possible, that we can be treated also in a professional manner, and professional level. I strongly feel that they expect perfection from us, they have to understand that we also are humans.

Equal Employment Opportunity/Equity

USAID, like other Federal agencies, is governed by Title V and equal employment legislation such as the Civil Rights Act of 1964, the Rehabilitation Act, the Age Discrimination Act, and the Disabilities Act, regarding the treatment of U.S. citizens. The Foreign Service Act of 1980 identifies members of the service (Section 103) to include foreign national employees. When speaking of a "workforce free from discrimination on the basis of race, color, religion,

sex, national origin, age, handicapping condition, marital status, or political affiliation”, one must make application and inference, in the spirit of the 1980 Foreign Service Act, to the entire USAID workforce and not just the U.S. citizens.

When asked if an employee knew which office or person to contact regarding questions about fair and equitable treatment in personnel decisions that affect them, 42% of the total workforce responded “no”. The overall percentage responding “no” was higher from the U.S. Direct Hire workforce as opposed to the Foreign Service Nationals and USPSC employees. The following chart identifies each category of the workforce and the percent of the “no” responses.



Under equal employment opportunity and equity issues, employees were asked to address three questions. Additional questions concerning the importance and quality of services surrounding discrimination complaints and issues resolution were solicited from supervisors and managers. One area to target for improvement would be in discrimination complaints and issues resolution. The average mean for all supervisory categories responding to Question #44k, which ranked the quality of assistance for complaints/issues resolution was 2.73 on a scale of 1-to-5, with “2” being poor and “3” being fair. Following are a few of the narrative comments received on EEO/equity.

Comments from U.S. Direct Hire employees:

AID is responding well to the Disabilities Act

equal opportunity does not equate equal outcome

Why are your college educated Africans Americans and other minorities not being promoted at the rate of whites? Do not insult my intelligence. Most are as qualified as or better qualified, but are not being promoted!!!

While I agree with the premise of EEO, I think USAID has gone way too far in implementation - I was told recently that I could not be considered for a promotion because I am a white male. I also think that the FS/GS split is too divisive.

USAID needs to root out practices of institutionalized racism within its human resources and contract management, to realize its international role as a "world class" agency, representing a "world class" nation.

AID personnel management and recruitment is dominated by a concern for racial preferences and gender issues to such an extent that objective considerations of efficiency, performance, or merit are largely discounted. AID suffers as a result

As part of the EEO policy, this Mission should develop a system whereby employees feel confident in filing complaints, especially re: sexual harassment. It is important to make this system known to employees.

Inequity and/or discriminatory practice in Family Member employment is extremely high.

Comments from Foreign Service National employees:

Please provide information about what could we do when we meet an unfair supervisor.

Most FSNs feel that Mission rules and privileges are biased favoring the American employees.

USAID should encourage a working environment which is fair, reward individuals based on achievements & not friendships/loyalties, encourage professionalism, discourage racism and divisiveness within the organization

I would appreciate if USDH in this mission did not treat FSNs as second rank employees and if all FSNs had equal opportunities, not connected with supervisor's mood.

Since I started working for USAID policy towards FSNs employees have changed dramatically. No incentives, more responsibilities at the same salary level, no salary increases to match rate of inflation, discrimination because of nationality,

FSN PSCs should be taught about what to do when they have personal problems with their immediate Supervisors. As for my case, I never knew what to do, and I always stayed quiet in front of unfair things that I had to bear.

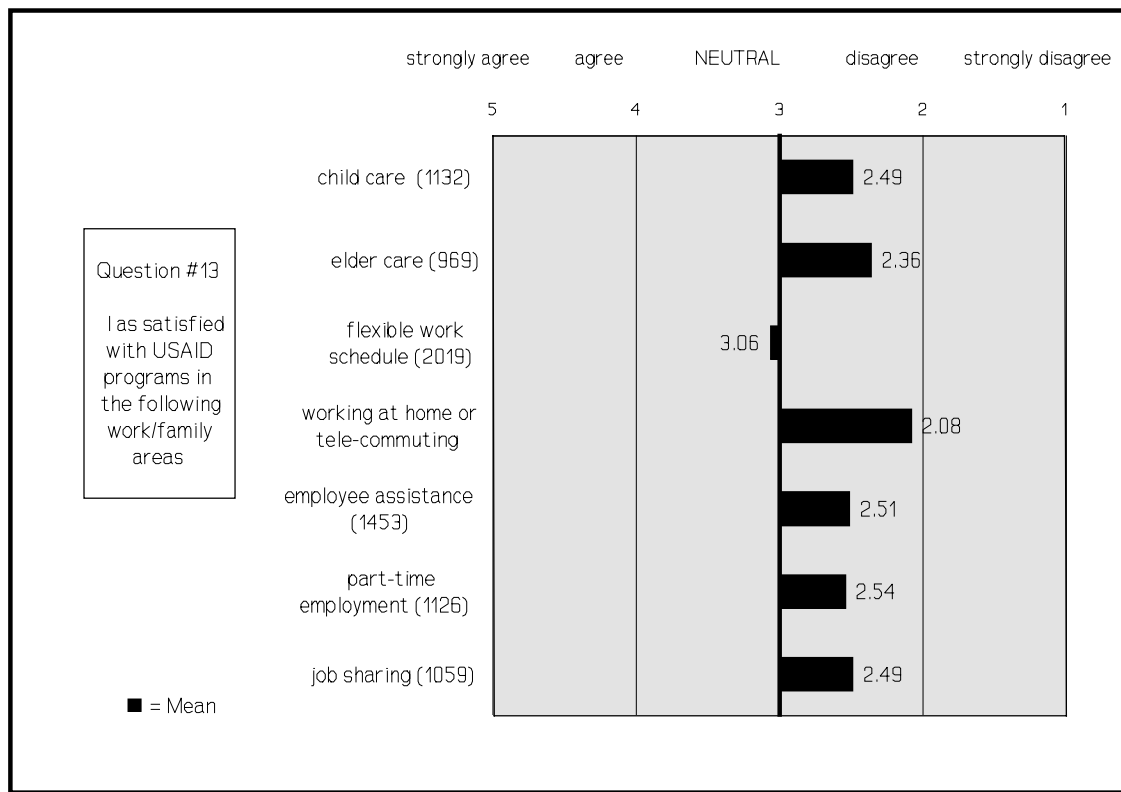
I would like to have a Personnel Office that really meets the employees needs, to which you can go and receive a very fair treatment.

Benefits - Work Environment

Question #13 on the HR-BAA survey contained multi-parts to measure satisfaction with the work environment and a number of work/family programs that are offered in some degree by federal agencies in the United States. Most of these programs, such as child care, elder care, tele-commuting centers (or work at home), job sharing and part-time employment were introduced to the U.S. federal workforce within the past two-to-five years, but have not been implemented yet at USAID. This is reflected in the responses, as more than 50% of those who completed the survey said “not applicable or don't know” to this section.

The following chart does not differentiate the various categories of employees, but rather provides the average score for the total population who responded. As can be seen by the graph, the mean was fairly low, ranging from 2.08 to 2.5, for all sub-questions under Question #13. Flexible work schedules was the only area rated “Neutral” and of which has been adopted to some degree in AID/W (without the compressed work week).

The USAID workforce clearly identified a gap in employee satisfaction by not having these programs as reflected below and in the many narrative comments received.



Comments from the direct hire workforce:

The major area AID needs to make improvements in is making the FS more family friendly, especially for two career couples. This involves making day care available in D.C., and improving employment possibilities for professional spouses.

I hope that the Agency actually uses the information from this survey instead of always discussing how things are going to change but never implementing changes; i.e. training, employment advancement, flexi-time, and childcare services.

I think there should be more of a family friendly workplace atmosphere, such as an AWS with a least one day off a pay period. This would help someone like me with two small children.

A compressed work schedule would be beneficial to us working moms if in sync with other agencies schedules. (They have a shorter lunch hour than AID)

Please keep missions better informed about any available programs that will in fact cater to part-time, flexi-time or job sharing employment for returning US Foreign Service Officers.

The lack of paid maternity leave is a travesty in our personnel system. We should also be more flexible in allowing part-time employment for mothers in the first year post-partum. In the foreign service this is only permitted for tandems.

Other benefit areas which were not specifically referred to in the survey were also addressed through employee comments, especially from USPSCs and Foreign Service Nationals. Following are some of those comments which focus particularly on retirement, health benefits, and salary compensation.

Comments from USPSCs:

Something should be done immediately to incorporate U.S. PSCs into a retirement program, or remove them from the "employee" classification with the IRS. It is unfair to be taxed as a direct employee but denied the benefits.

The major overall failure for PSCs is USAID's unwillingness to set up a framework for tax-free retirement plans. This can be done without financial contributions from the employer.

US PSC have no career track, no performance incentives, and no retirement benefits - a very insecure position! And yet the Mission would be severely hampered if we weren't here...

Would like more information on taxes and retirement options, e.g., can I open a SEP and fund it to 15% of my pay? It would seem fair given I receive only social security deduction benefits.

As a USPSC local hire, it doesn't seem to be fair that I not receive certain benefits that wouldn't cost the US Govt. anything, such as use of the commissary, and APO.

Services and benefits provided to US PSCs need total review and revamping. Right now we have no place to go for info and are badly mistreated on benefits - especially retirement benefits - We should at least be offered a 401 (k).

Comments from Foreign Service National employees:

FSN management in terms of pay, benefits is weak: e.g. Response to a wage survey takes up to six months. It is very bad for a developing country which usually has two-digits inflation rate. Career development for FSNPSC is limited.

I am anxious about my retirement benefits.

I strongly feel we need more incentives, benefits, salary and opportunities. We are descending in our scales, our salaries are lower at the time the dollar is increasing its value.

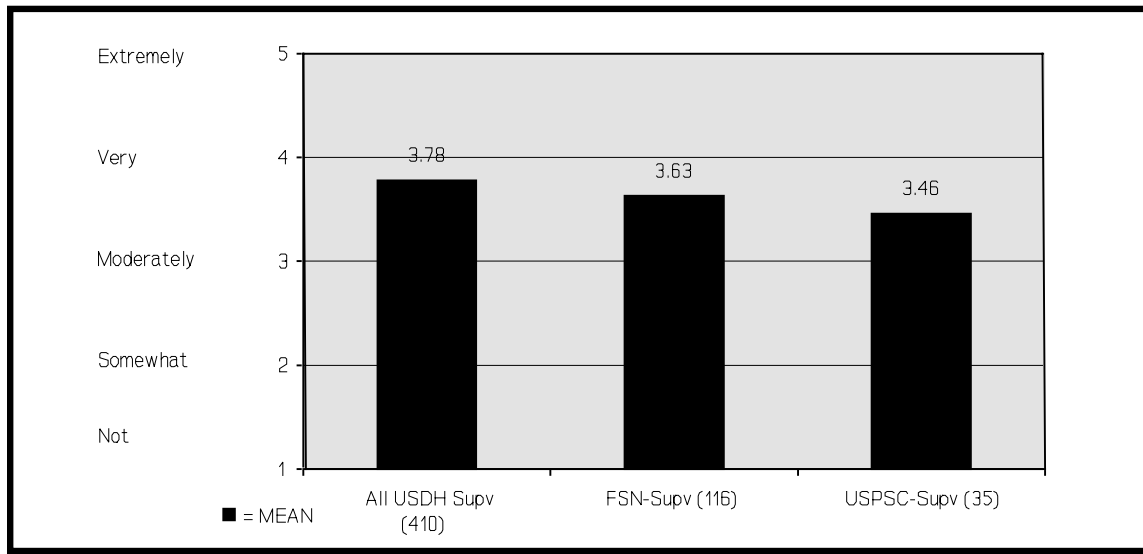
1. Deprived of annual increment benefit since 7 years, 2. Unable to avail any training opportunity to increase efficiency, and 3. Low salary comparable to those of the same job under UNDP and World Bank. Propose Maternity Leave.

There is much concern among [mission] FSN employees regarding 12 years that we were not covered by any retirement plan and the differentiation made between voluntary and involuntary separation for payment of compensation.

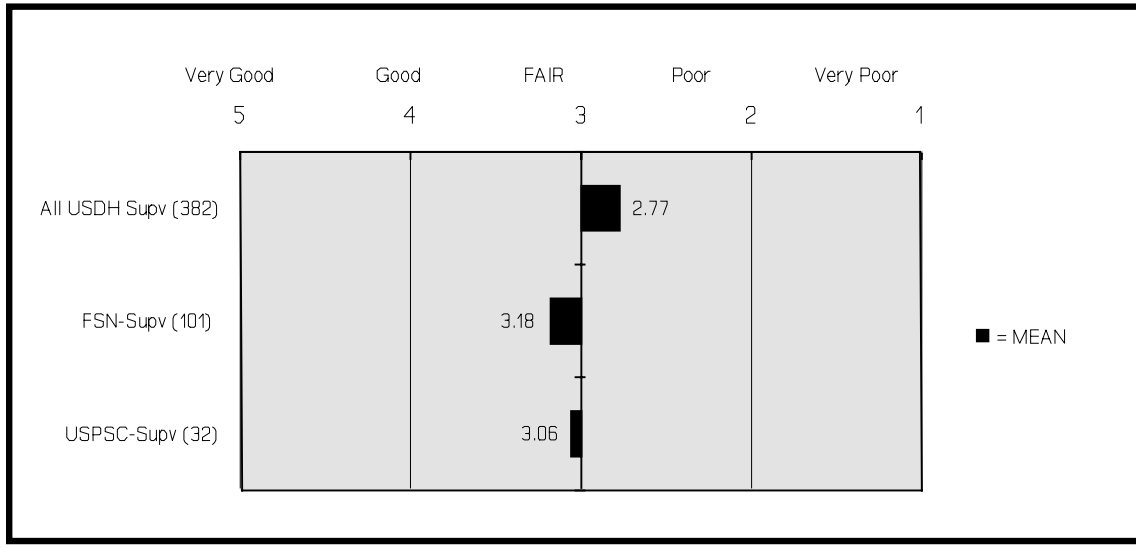
Recruitment/Workforce Planning

Supervisors were asked to rate the importance of certain services and later to rank the quality of services received. The following two graphs provide a comparison and indicate a gap when measuring the “needs” versus the actual services received. The graphs are followed by a few narrative comments on the topic.

(#43b) Please rate the importance of each service you receive (extremely important to not important) - for recruitment



(#44b) Please rate the overall quality of each service (very good to very poor) for the following - **recruitment**



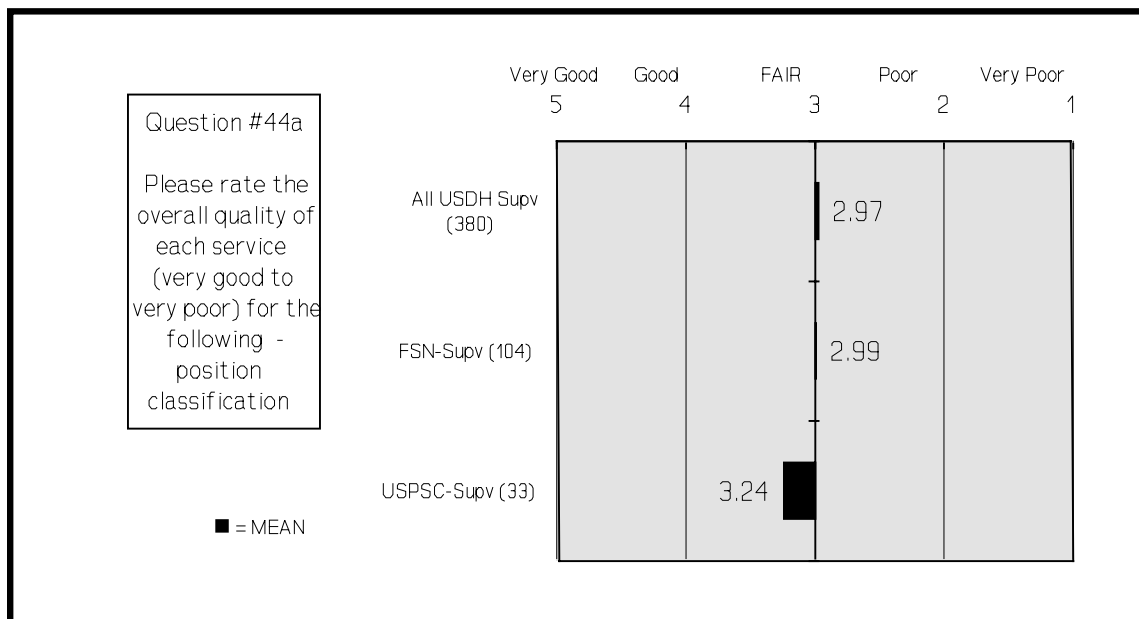
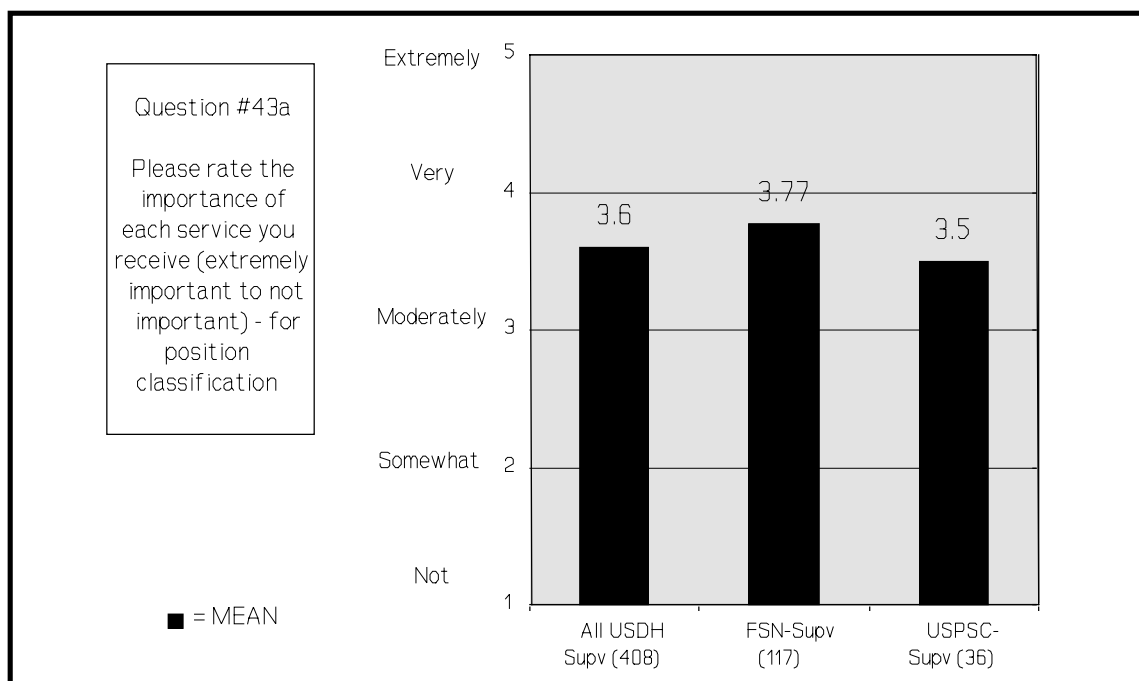
Comments from supervisors:

As the first exposure an employee has to the Agency, hiring and recruitment is one of the most important services and yet the excessive delays and inefficiencies create a horrible image that persists for much of ones career.

The service we get in hiring and managing the recruitment process is excellent. The service I get for any personal personnel issues has ranged from less than helpful to unpleasant. Also, we never get job announcements particularly SES

Classification

Classification plays a major role in position management and providing organizations with a tool to equitably separate and group individual duties and responsibilities. Supervisors substantiated the importance of this service and rated the overall quality as “fair”. However, while the service was rated as “fair” as indicated in the charts below, the narrative comments which follow suggest some helpful points on potential areas to improve.



Comments from supervisors:

Frankly, the biggest weakness of the personnel system is that job grades are not linked to personal grades. Thus, you have many FS 3s and 4s doing the work of FS 1s and 2s and not getting paid for it -- very unfair system!!

Its not yet a service oriented system. To get a job classified is a nightmare, to find out about basic questions without a friend in system is virtually impossible, etc.

We all would greatly benefit if someone would scrap the existing FSN classification System and reinvent with an eye to a truly integrated and professional personnel system. The current system was created piecemeal and has huge holes in it.

Personnel services are split between State provided and USAID EXO provided... those by EXO are excellent. Difficulties arise due to differences of opinion on grading between State and AID which slows down process of local recruitment.

The mission employment classifications enforced by the Embassy are truly suppressive of our ability to hire and adequately retain well qualified professional personnel.

Employees often shared their frustration with classification in narrative comments they provided on the survey:

I have had unpleasant experiences related to disputes regarding position classification and compensation here at the Mission. I believe there is a need to standardize USPSC positions and salary levels - each cable differs on this.

The answers to my questions reflect the fact that I feel that the contracting officer was not "up front" and totally honest with me when I was negotiating my contract. There appears to be no standard when it comes to PSC contracts.

One drawback in the FSN/Personnel system is the policy on downgrading. Are USDH's vulnerable to this. This is definitely discriminatory. Do FSN's have any legal recourse to fight for our rights if any. Total lack of info on this subject.

Assignments

Although all employees were asked to address "assignments", the following is only reflective of the formal assignment process for foreign service employees. Foreign service officers, when asked to rank Question #13h, "I am satisfied with USAID's assignment program, rated it **an overall 2.84** on a scale of 1-to-5, with "3" being neutral and "2" being disagree. The following narrative comments reflect some of the concerns.

The FS assignment system still needs a lot of work re: wired positions and descriptions and knowing what you are bidding on. However, I have noticed a big improvement in personnel services, ie. time of response, courtesy and caring.

I along with many of my colleagues have had a very discouraging time with the most recent assignment process. People in my backstop are so disgruntled that they are considering switching backstops. One point of contact needs to be established.

Negative comments on FS assignment system apply primarily to 1+ year of disruptions due to uncertainties and indecision in approving field positions and inaccuracy in assignment cables as a consequence.

USAID has a distressing tendency to assign people to positions they are not trained to handle, particularly at the management level. I have seen "ineffective" staff become effective, and vice versa, SOLELY due to a change in management.

Survey doesn't let one distinguish the past when the assignment system worked well with strong Bureau EMSs, vs. the current system with its increasing centralization.

Eliminating Regional Bureaus from the bidding and assignment process disadvantages employees and management. Training is grossly underfunded.

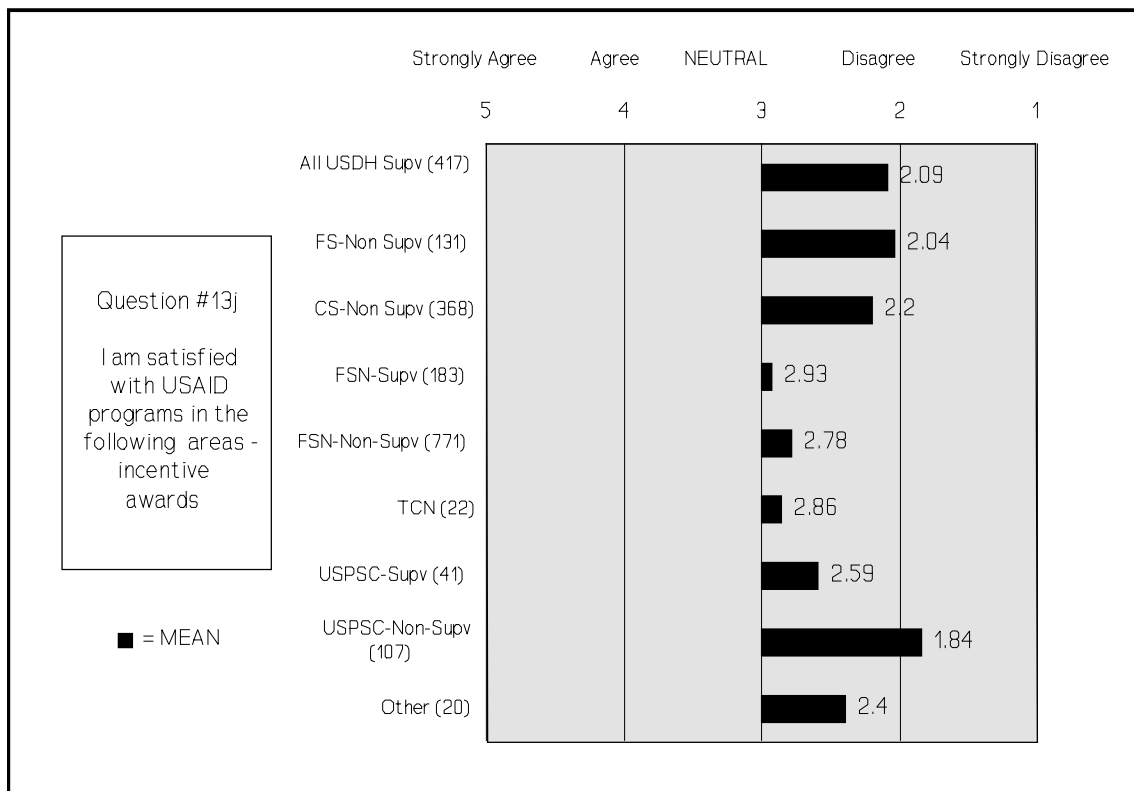
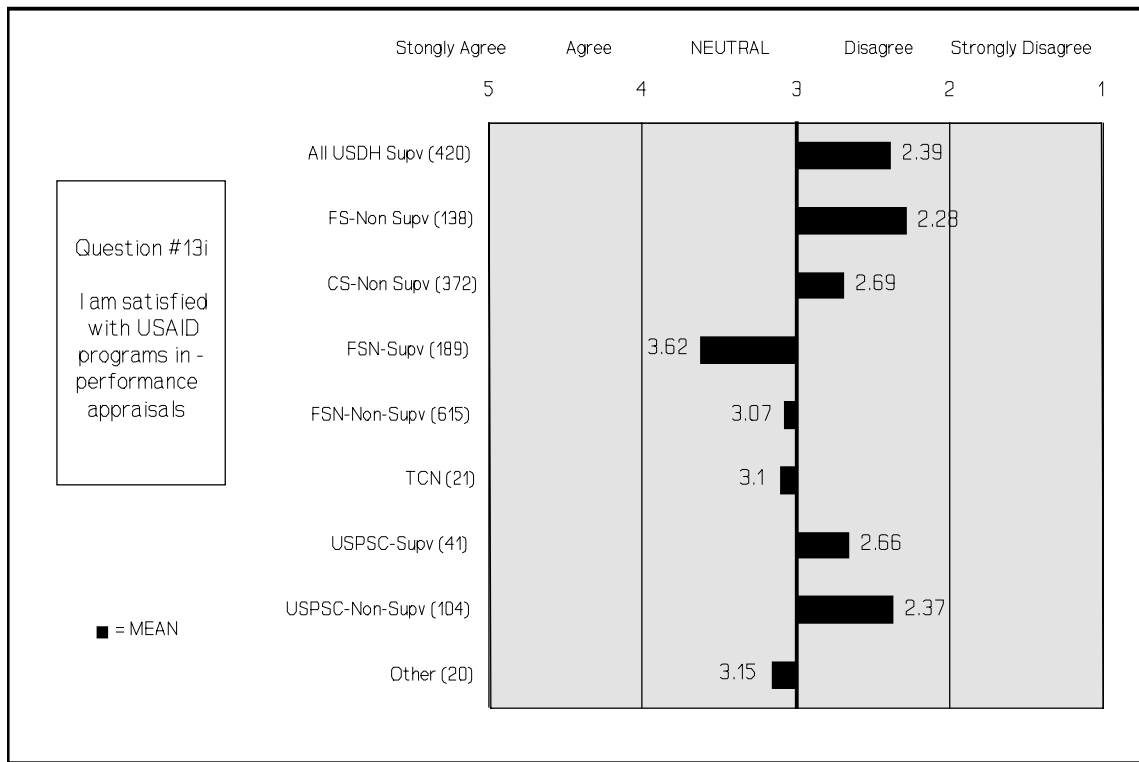
Anything that can be done to provide transparency in assignment selection and promotions, and to reward personnel for results and performance, will improve the personnel services of USAID.

Assignment, especially overseas, is highly political and unfair to people who don't belong to "ole boy network." EER is another political game. We waste many many hours to write coded words in flowery language.

FS tours should be lengthened to 5-7 years, w/o loss of home leave and R&R intervals. Lang. training should be done primarily overseas. FS assign. process would be less distracting if indiv. could lock in assign. a min. 12 mo. in advance.

Performance - Incentives - Promotions

When asked to provide feedback on an individual's satisfaction with the performance appraisal program, there was a difference in the statistical data depending upon which performance system an employee was a member of. However, all categories of employees and supervisors ranked the incentives program as needing improvement, with supervisors and foreign service officers generally rating these lower than the rest of the workforce. The following two graphs provide a clearer view of these opinions.



Comments:

As managers/supervisors, we need to be able to take quick, fair and effective action against employees who do not perform - without risking personal attack, complaints or even suits. We need to be able to more directly hire and fire.

Hardest area to crack is promotions in FS system--especially lack of feedback for employee, rater, and reviewer when a promotion is warranted by them but turned down by Promotion Board. Gives no guidance for how employee should improve.

The performance evaluation system EER should be thrown out along with the upcoming new system with 360 degree input. A lottery system for promoting satisfactory performers would be more equitable for all concerned.

(from an FSN) There is unfairness and favoritism in the rating by the supervisors in most of the department. If the supervisor does not like you, you will get the worst rating which is not genuine and Personnel Office does not try to find the truth.

When will mission-hired PSCs be considered for incentive awards? What is the rationale behind their non-consideration, since they get so few of the other perquisites of other USDHs?

Summary

The HR-BAA team would like to thank everyone who participated in the survey. Your feedback and input into this most critical business area analysis project is being used to help shape the process, our recommendations and the results. Many comments, such as the following from a USDH supervisor, were received which conveyed an appreciation to the HR-BAA team for reaching out to USAID employees and asking for their input in this process.

***“Thank you for giving us the opportunity to fill out this survey.
We hope that we will be informed about the results and the measures
that USAID/W will take to solve any problems that may be identified.”***

We'd also like to extend a special thanks to those who will work with us during the next couple of months to identify and plan for reengineered human resources processes. Together we will make a difference.